

METROPOLITAN CORPORATION
OF GREATER WINNIPEG

PLANNING COMMITTEE

Councillor J. E. Willis
Chairman
Councillor J. A. Coulter
Councillor P. Taraske



DRAFT DEVELOPMENT PLAN
METROPOLITAN
WINNIPEG

PLANNING DIVISION
METROPOLITAN CORPORATION
OF GREATER WINNIPEG

METROPOLITAN CORPORATION
OF GREATER WINNIPEG

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1963

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Chairman

Councillor J. A. Coulter

Councillor P. Taraska

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S. G. Rich
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PART I

INTRODUCTION

- 1.1 The text of this report and accompanying maps, plates, and diagrams represent the draft of the Development Plan for Greater Winnipeg, a plan designed to guide the development of this metropolitan area in an orderly, economic and aesthetic manner, making the urban community a pleasurable place for work, relaxation, and the raising of one's family.
- 1.2 This report, and the accompanying maps, plates and diagrams have been prepared to provide the people of Greater Winnipeg with the information which, we believe, they will want to have regarding the proposed development of their community, and, in particular, with current proposals for the future use and re-use of land.
- 1.3 Many statistical and technical reports and studies were used in preparing this draft of the Plan, but it is assumed that these probably would be of secondary interest to the majority of citizens. For this reason, a minimum of technical data has been included, although reference is made throughout the report to various studies and reports prepared by the Corporation's staff and by other agencies. All of this material is available

PART II

PURPOSE AND SCOPE through the Director of Planning for anyone who may be interested in the more detailed information.

2.1 The purpose of the Development Plan is set out in

- 1.4 The Corporation hopes to encourage wide interest in this report. Arrangements can be made to discuss the effects of this draft Plan with any interested group. Once the Plan is formally adopted it is likely to affect most of us, either directly or indirectly.

...those amenities that are essential to, or desirable for, the well being of the inhabitants thereof..."

2.2 As the Plan deals with a living organism -- the Metropolitan Community -- it cannot be regarded as something fixed and static. It will be revised and enlarged from time to time as conditions in the Metropolitan Area change. A Plan that is too rigid and inflexible could become in time a deterrent rather than a guide to sound development.

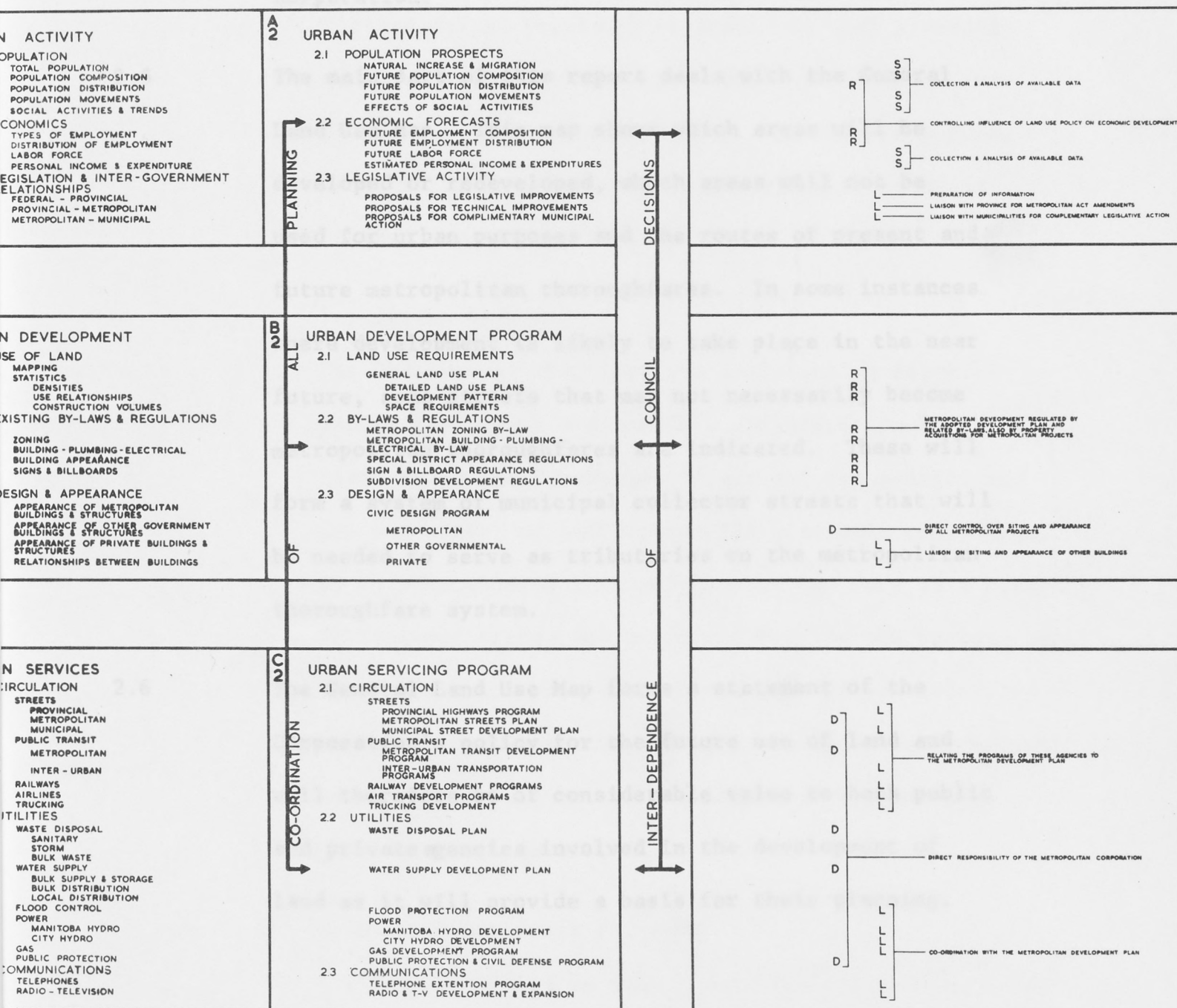
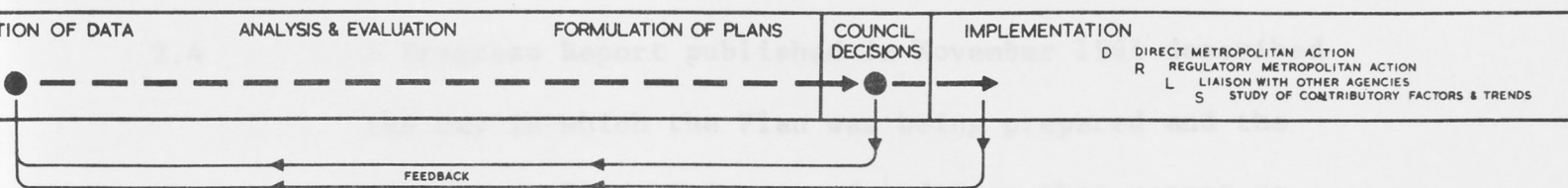
2.3 The Plan will have far-reaching effects. It will influence and regulate the activities of those who are directly or indirectly involved in the development of the community. It is the means by which the activities of many public and private agencies can be co-ordinated in order to ensure that the interests and amenities of all of the metropolitan citizens are protected.

PART II

PURPOSE AND NATURE OF THE PLAN

- 2.1 The purpose of the Development Plan is set out in S.79(1) of the Metropolitan Winnipeg Act; it is to promote:
- "the orderly growth and economic development of the metropolitan area and the additional zone in the manner most advantageous to, and that will best promote those amenities that are essential to, or desirable for, the well being of the inhabitants thereof..."
- 2.2 As the Plan deals with a living organism -- the Metropolitan Community -- it cannot be regarded as something fixed and static. It will be revised and enlarged from time to time as conditions in the Metropolitan Area change. A Plan that is too rigid and inflexible could become in time a deterrent rather than a guide to sound development.
- 2.3 The Plan will have far-reaching effects. It will influence and regulate the activities of those who are directly or indirectly involved in the development of the community. It is the means by which the activities of many public and private agencies can be co-ordinated in order to ensure that the interests and amenities of all of the metropolitan citizens are protected.

PLANNING FUNCTION OF THE METROPOLITAN CORPORATION OF GREATER WINNIPEG



2.4 A Progress Report published in November 1961 described the way in which the Plan was being prepared and the diagram at Plate I is reproduced from that report as an illustration of the planning function of the Corporation.

2.5 The main part of this report deals with the General Land Use Map. This map shows which areas will be developed or redeveloped, which areas will not be used for urban purposes and the routes of present and future metropolitan thoroughfares. In some instances where development is likely to take place in the near future, some streets that may not necessarily become metropolitan thoroughfares are indicated. These will form a system of municipal collector streets that will be needed to serve as tributaries to the metropolitan thoroughfare system.

2.6 The General Land Use Map forms a statement of the Corporation's policy for the future use of land and will therefore be of considerable value to both public and private agencies involved in the development of land as it will provide a basis for their planning.

PART III

THE BASIS FOR THE PLAN

3.1 The Development Plan is based on a series of factors which influence urban growth. While many of these factors may be regulated or shaped to meet planning desires, some important ones cannot be directly influenced by the planning agency. Population growth, while of prime importance to the planner, is an excellent example of this.

3.2 Population Growth

The Development Plan involves a continuing study of population growth and trends. Consideration has been given to projected changes in age and sex groups, and the net effect of immigration has also been considered. It is acknowledged that immigration can vary as a result of national trends and policies, but for the purpose of the Plan it has been assumed that the future effect of immigration will correspond with the trend over the past decade. A subsequent section deals with population growth in more detail.

3.3 Existing Development Patterns

The Plan acknowledges that we are dealing with an existing community of some half million people. This is not a Plan for a new community. The way in which the

community has grown is the result of many forces and the effect of these, both beneficial and detrimental, cannot be ignored. Particular consideration has been given to the role which the two principal rivers have played in shaping the community in the past and the effect that the original "river lot" system of land ownership has had and will continue to have on land development. This report, however, does not contain a description of the history of the development of the community, as this has been described in some detail by others. (1)

3.4

Servicing

This factor includes preparations for development and the subsequent continuing provision of services to citizens by metropolitan and municipal government.

(1) Report & Recommendations of the Greater Winnipeg Investigating Commission, 1959

3.5 The Plan provides for a future street pattern based on earlier planning work ⁽¹⁾ and on current work by the Corporation's staff. Transportation systems, such as expressways and rapid transit, must be based on a thorough study of the effects of alternative systems. This study is being carried out and proposals based on this work will form a later addition to the plan. Map No. 1 shows our major thoroughfare proposals.

3.6 Planning work on the expansion of sewer and water facilities had been started by the Greater Winnipeg Water and Sanitary Districts before the creation of the Corporation and has been carried forward by the Corporation since the date of take-over. The reports ⁽²⁾

-
- (1) Major Thoroughfares Greater Winnipeg, 1946 & Revisions
Metropolitan Planning Commission of Greater Winnipeg

Report on Traffic Transit Parking - Metropolitan
Winnipeg. Wilbur Smith & Associates, New Haven, 1957

- (2) Report on Waterworks Development in Metropolitan
Winnipeg to 1981. McLaren, James F. & Associates,
March 1961.

Report on Expansion of Sewage Works in the North
District of Metropolitan Winnipeg. McLaren, James
F. & Associates, August 1961.

Report on Sewerage for the S. E. District of Metro-
politan Winnipeg. Underwood McLellan & Associates,
Limited, August 1961

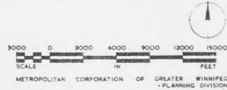
Also staff reports by Water & Waste Division and
Report of the Technical Advisory Committee of the
Water & Waste Division.



METROPOLITAN WINNIPEG
THOROUGHFARE PLAN

LEGEND

- EXISTING MAJOR THOROUGHFARE OR RIGHT OF WAY *
- - - PROPOSED MAJOR THOROUGHFARE
- * RIGHT OF WAY EXISTS AT PRESENT BUT MAY REQUIRE WIDENING



the existing regulations relating to industrial parks
Planning

which are the result of this work have influenced the Plan. As they deal with the provision of facilities with a life expectancy in excess of 25 years, the maximum capacity of these facilities exceeds the anticipated need for the period covered by this Plan. The Plan will be reviewed and revised at five year intervals and the planning period will be extended a further five years. In this way the additional capacity will be used up and requirements for the construction of major facilities will be indicated well in advance of need. The servicing plans themselves will be reviewed periodically and are sufficiently flexible themselves to allow amendments in the location of facilities if changing circumstances warrant it. Maps Nos. 2 and 3 show the present and future water distribution and sewer services.

3.7

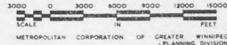
It is anticipated that all but a comparatively few residents will be served with public sewer and water. Methods of sewage disposal will have some effect on the types of industry which can be located in the industrial areas shown on the Plan. The Zoning By-law based on this Plan will establish any special servicing provisions applicable to the industrial area, and complement the existing regulations relating to Industrial Waste Licensing.



OPOLITAN WINNIPEG
DISTRIBUTION

LEGEND

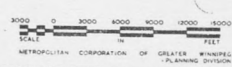
- EXISTING WATERMAINS
- - - WATERMAINS UNDER CONSTRUCTION
- PROPOSED WATERMAINS





METROPOLITAN WINNIPEG
SERVICES

- LEGEND**
- EXISTING INTERCEPTING SEWERS
 - - - INTERCEPTING SEWERS UNDER CONSTRUCTION
 - PROPOSED INTERCEPTING SEWERS



3.8 Trends in Social and Economic Development

An understanding of social trends serves to indicate future demands for educational and recreational facilities. Changes in what is considered to be desirable residential environment affect the density of residential areas and therefore the amount of land that they will require. The social forces which motivate residential redevelopment affect the physical redevelopment plans.⁽¹⁾

3.9 The Plan provides for the continuing expansion of our economic base, the commercial and industrial activity which provides employment and productive capacity - the true measure of the community's wealth. Our wide diversification of economic activities is a major community asset. It means that we can offer a labor force with a wide range of skills. Geographic location gives us a considerable advantage as a centre for communications and distribution. In common with many other communities, the high price of industrial land and inter-municipal competition for industry can act

(1) Metropolitan Urban Renewal Study Interim Report 1963

as deterrents to logical industrial planning. The fact that we tend to be a "branch office" community has some definite disadvantages but a solution to this problem cannot be found through a physical plan. The Plan can, however, give assistance to those who are working to solve this and other problems related to the field of industrial promotion.

3.10 The Need for a Reasonably Compact Urban Area

The Plan envisages a reasonably compact urban area with some areas of low density development related to existing village communities. A subsequent section on the Additional Zone deals with the village communities in more detail. The Plan differentiates between "low density development" and "sprawl". Basically, one is planned for and the other is the result of the lack of control over the use of land.

3.11 The economic aspects of the provision of both public and private services are directly related to the density of development. The Plan acknowledges that economic considerations are of major importance. The community must be able to pay for all of the services it wants. (1)

- (1) Urban Sprawl, Lower Mainland Regional Planning Board of B.C.

3.12 During the next 25 years it is unlikely that the community will grow to such a size that we shall have to consider limiting expansion. Continuing consideration is being given to the optimum size of the community and this question will be discussed at the time of the first five year review of the Plan.

PART IV

POPULATION

- 4.1 How many people live in Metropolitan Winnipeg? How many are there likely to be by 1986? The answers to these questions provide the starting point for any serious planning for the future development of the area.
- 4.2 Perhaps no other kind of research has a more direct and personal effect on the daily lives of people and the environment in which they live. Whether we deal with such questions as how taxes are distributed to communities, or how the needs for public services and facilities are anticipated and met, or where new churches and stores and factories might be built, or even how many automobiles might be sold in a given year -- the answers to all of these questions depend on the existence of reliable data about population, existing and future.
- 4.3 It is important to realize, however, that population studies are not static, that they are limited by the quality and availability of basic data and that they might be subject to continual revision in the light of changing conditions.
- 4.4 The Dominion Census, undertaken every five years, provides our basic source of information about population.

Fortunately the date of the last Census was 1961 and we have therefore a recent and accurate figure to use as a basis for estimating the future population of the Metropolitan Area.

4.5 The Expanding Metropolis

In 1901 there were 48,000 people in Metropolitan Winnipeg.

4.6 Final counts received from the Dominion Bureau of Statistics show that in 1961 the Metropolitan Winnipeg Census Area had a population of 475,989.

4.7 Although the Metropolitan Winnipeg Census Area does not coincide with the political boundaries of the entire Metropolitan Area, the difference is so small that, to all intents and purposes, the population of the Census Area may be accepted as that of the Metropolitan Winnipeg Area. As the Census Area is the only area for which statistical information in detailed form is available, it has been used as the basis for all our projections.

4.8 During this year it is anticipated that the population of the Metropolitan Winnipeg Census Area will pass the half million mark. Based upon trends of the past five years, this population growth is continuing at the rate of a little more than one person per hour, 24 hours a day, 365 days a year. By 1986 the Area will have added

more than 400,000 people, an increase of 80 per cent in 23 years. Plate 2 shows the anticipated growth of the Metropolitan Area to 1986.

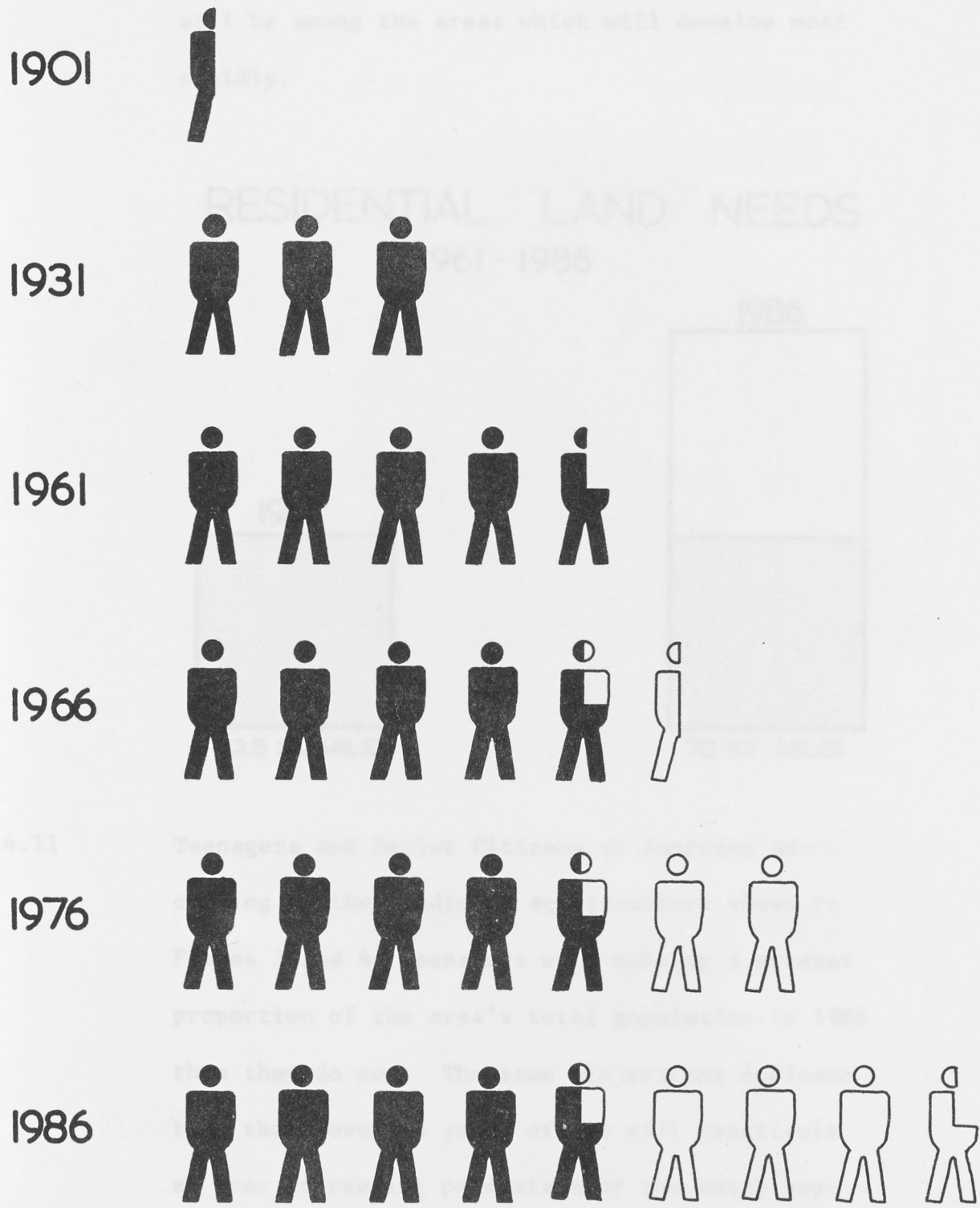
4.9 The Exploding Suburbs

Rough estimates indicate that while the City of Winnipeg is likely to grow at a very slow pace because of the limited amount of land available within the city for residential expansion, the suburbs will more than double their population in the next 23 years. North Kildonan, Charleswood, Assiniboia, Old Kildonan, East and West St. Paul and Tuxedo will more than treble their population by 1986. While the predicted growth of the six suburban cities and the Municipality of Fort Garry will be less than that of the other suburban municipalities, the cities will have the greatest numerical increases, with an additional 250,000 people by 1986.

4.10 Homes Needed

A total of approximately 38 square miles (at least $4\frac{1}{2}$ homes to the gross acre) will be required for the more than 100,000 homesites which will be needed for the projected growth of population in the next 23 years. This is greater than the total area which is currently developed for residential purposes. Although many of the factors influencing the development of specific areas have not yet been evaluated, preliminary studies indicate that

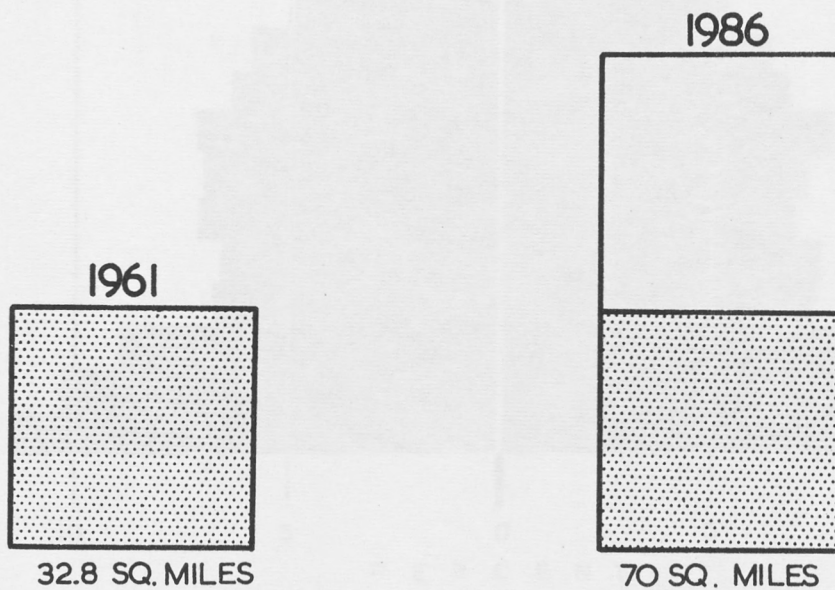
METROPOLITAN WINNIPEG POPULATION



EACH SYMBOL = 100,000 PEOPLE

Assiniboia, Charleswood, Fort Garry, and Transcona will be among the areas which will develop most rapidly.

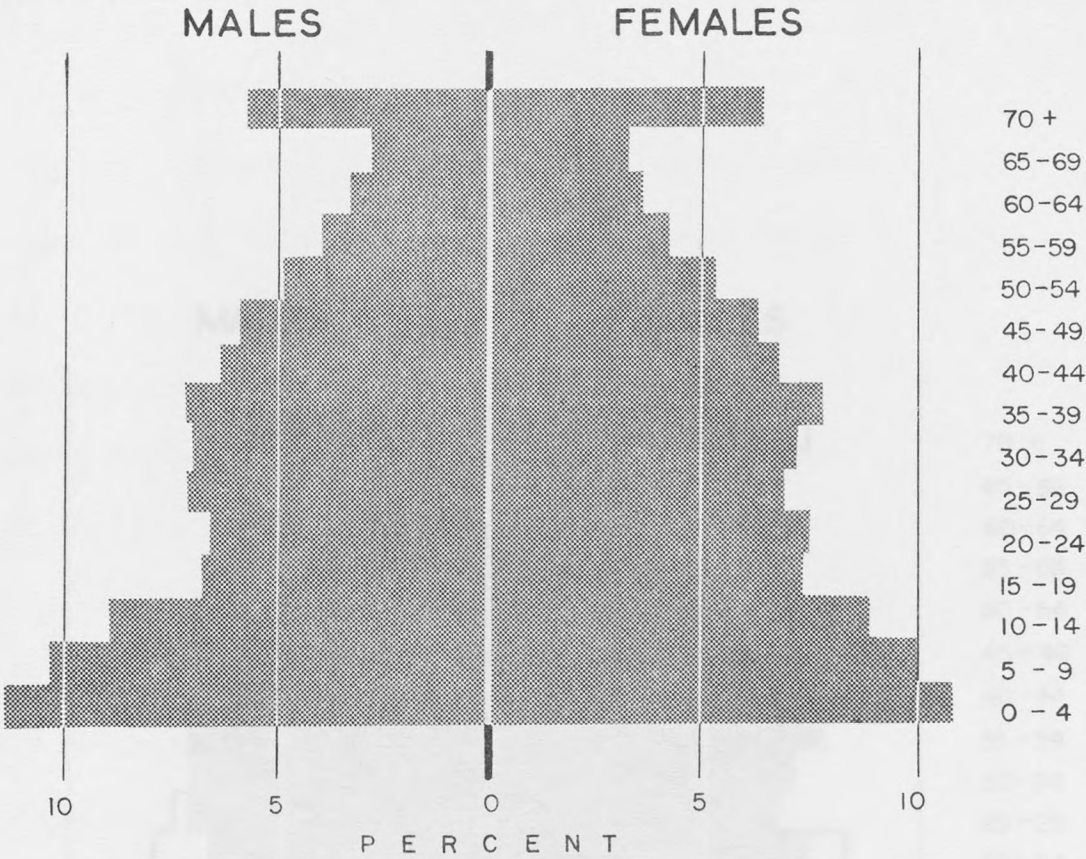
RESIDENTIAL LAND NEEDS 1961 - 1986



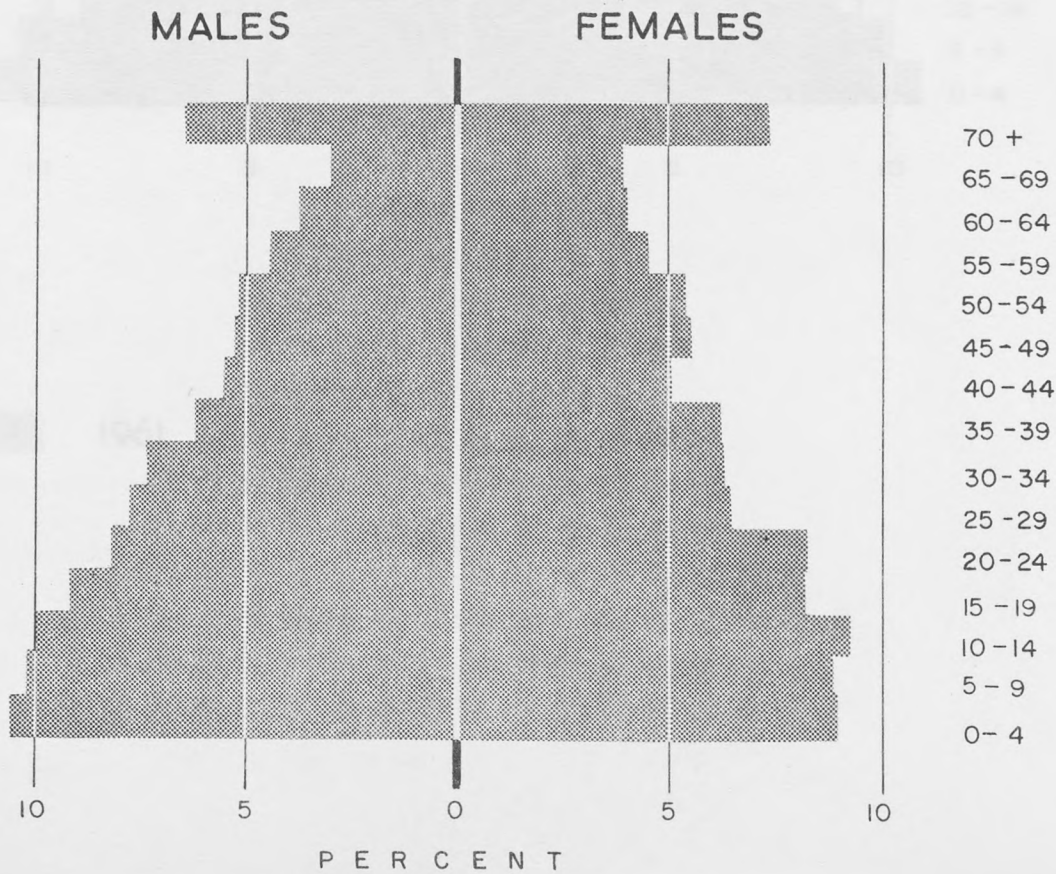
- 4.11 Teenagers and Senior Citizens to increase according to the predicted age structure shown in Plates 3 and 4, teenagers will make up a greater proportion of the area's total population in 1986 than they do now. The same projections indicate that those over 64 years of age will constitute an ever increasing percentage of the total population. While these predictions may gladden the hearts of the cosmetic, record or drug industries, they also indicate a greater load upon the schools and facilities for the aged.

PERCENTAGE DISTRIBUTION OF THE
POPULATION BY 5 YEAR AGE GROUPS
AND SEX. METROPOLITAN WINNIPEG

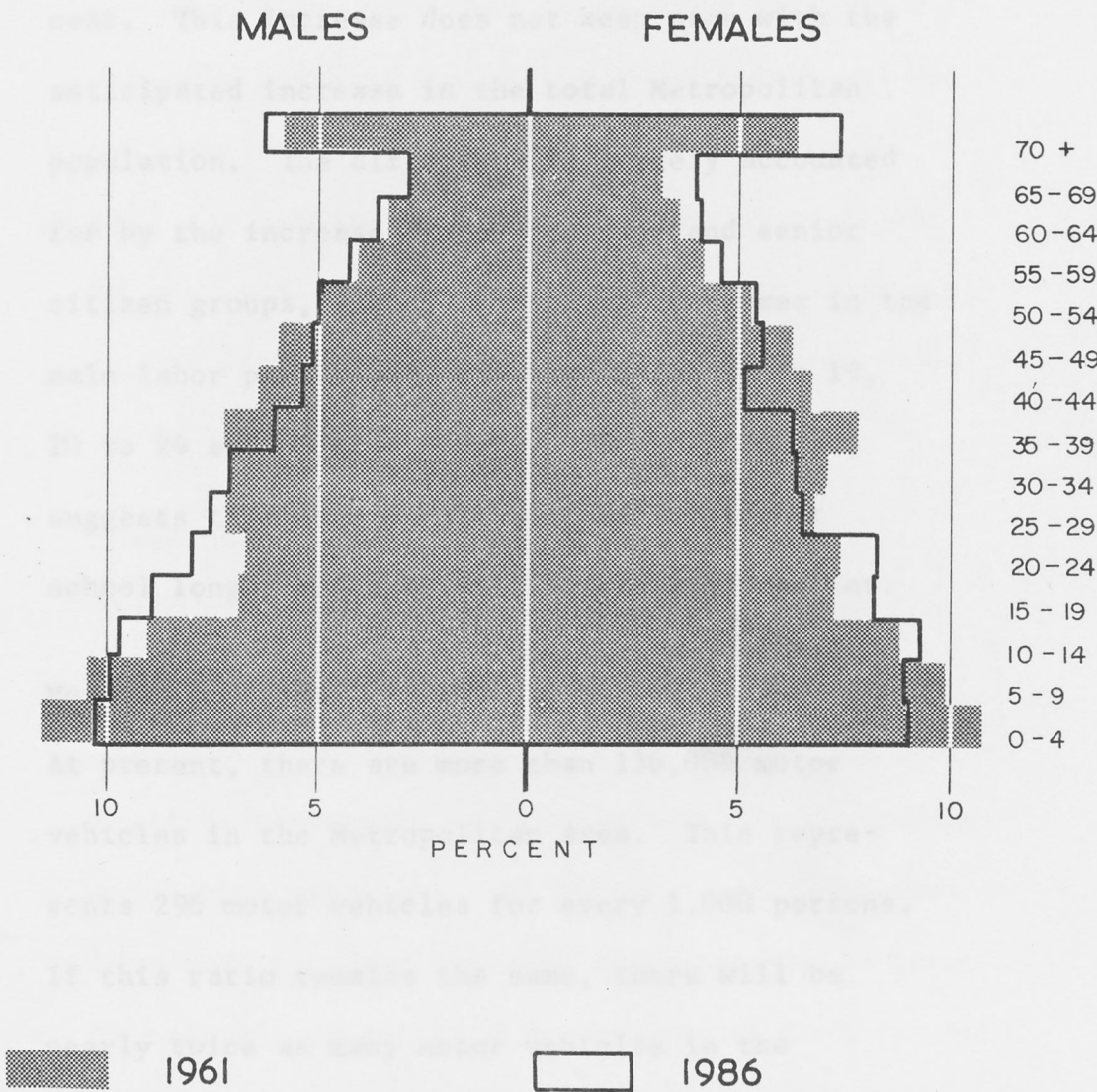
1961



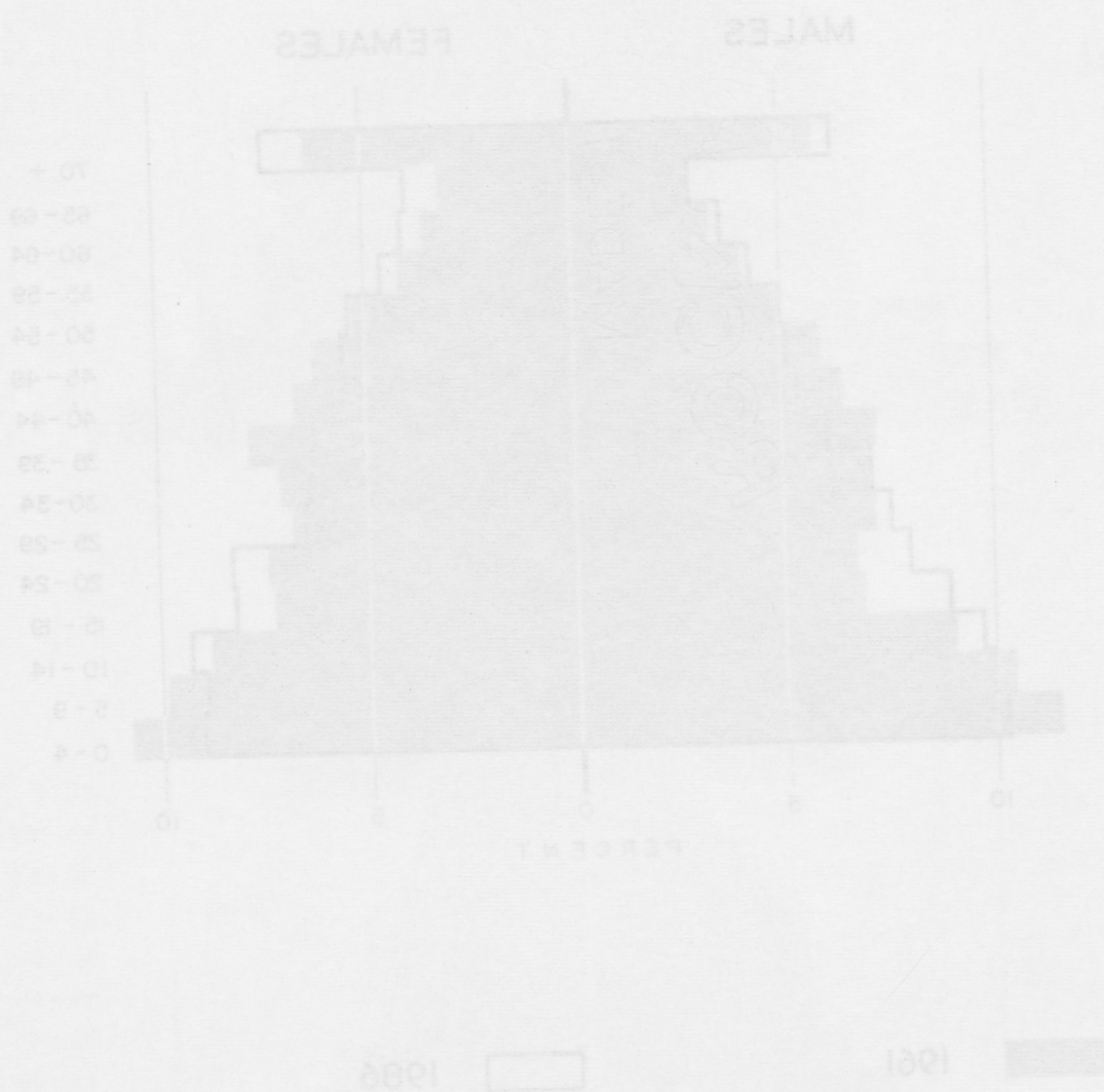
1986



COMPARISON OF PERCENTAGE
DISTRIBUTION OF THE POPULATION
BY 5 YEAR AGE GROUPS AND SEX.
METROPOLITAN WINNIPEG 1961 - 1986



COMPARISON OF PERCENTAGE DISTRIBUTION OF THE POPULATION BY 5 YEAR AGE GROUPS AND SEX METROPOLITAN WINNIPEG 1961 - 1986



4.12 Labor Force

There are approximately 190,000 people in the labor force in Metropolitan Winnipeg today. It is anticipated that, by 1986, this force will contain some 285,000 people, an increase of about 50 per cent. This increase does not keep pace with the anticipated increase in the total Metropolitan population. The difference is largely accounted for by the increase in the teen-age and senior citizen groups, and by continuing decreases in the male labor participation rates in the 14 to 19, 20 to 24 and 65 plus groups. This, of course, suggests that more people will be staying at school longer and more will be retiring earlier.

4.13 More Automobiles

At present, there are more than 136,000 motor vehicles in the Metropolitan Area. This represents 296 motor vehicles for every 1,000 persons. If this ratio remains the same, there will be nearly twice as many motor vehicles in the Metropolitan Area by 1986. There is every indication that the ratio will, in fact, increase as more and more families become owners of two or three automobiles. The need for improved thoroughfares is, therefore, obvious.

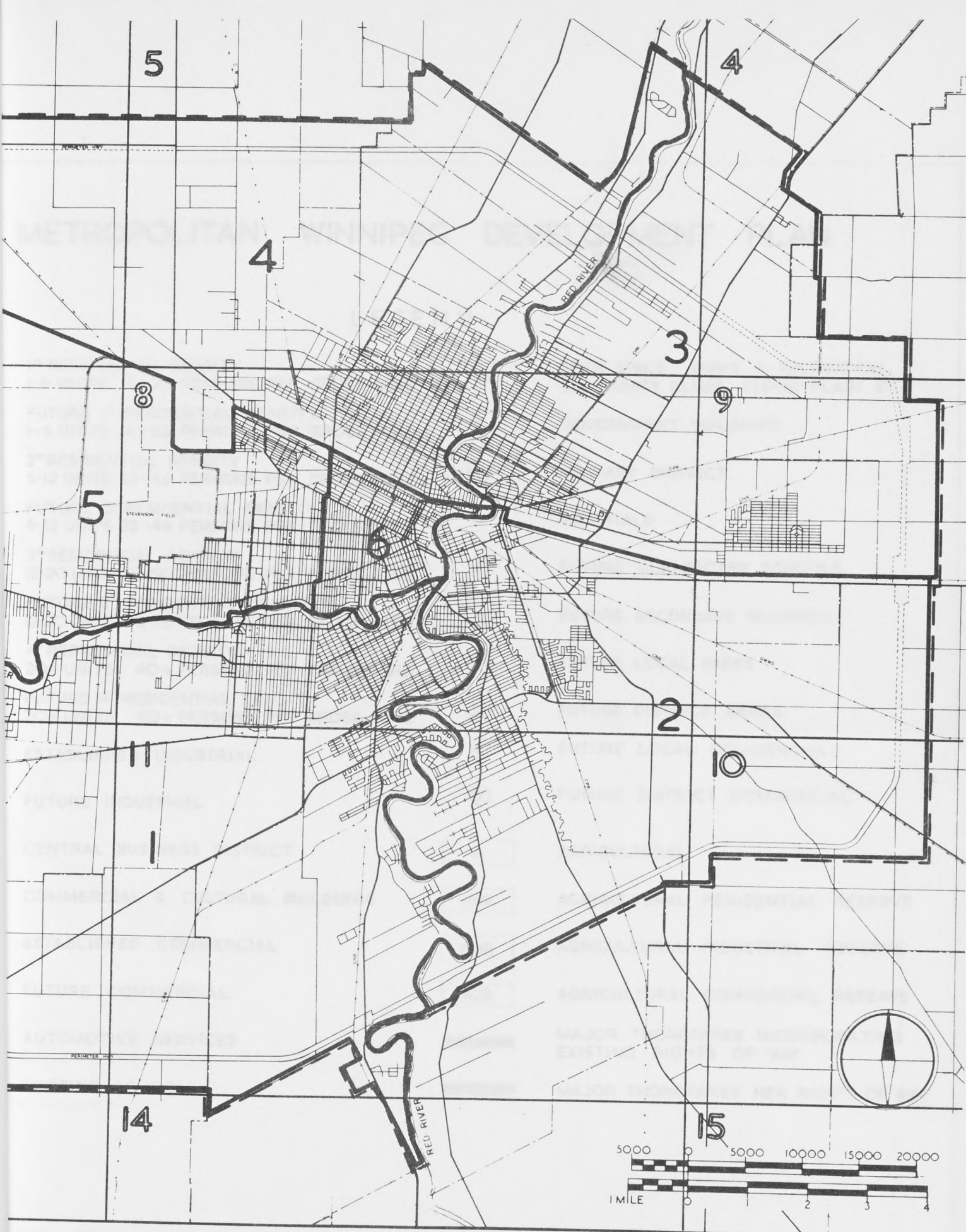
PART V

GENERAL LAND USE MAP

5.1 The Metropolitan Area has been divided into six sectors for the purpose of preparing the General Land Use Map. The boundaries of the sectors, with one exception, have been drawn using readily identifiable physical features such as rivers and main railway lines. The one exception is Sector 6, here the boundaries have been drawn to cover all of the land usually considered as the central core of the Metropolitan Area. Maps for each of these sectors follow this page.

5.2 Residential Areas

These have been shown in terms of density so that the number of dwellings or persons in each of the areas can be calculated. The areas shown for residential development can accommodate the anticipated population expansion. In addition, allowance has been made for some fluctuation in population growth. It must be emphasized that the General Land Use Map is not a zoning map and the designation of an area as "Density 2", for example, does not mean that the whole area will be developed for two-family dwellings, it means that it will develop at a density of 6-12 dwellings per acre.



MAP TO SECTORS METROPOLITAN WINNIPEG

SECTOR NUMBERS

MAP NUMBERS

LEGEND

- METROPOLITAN BOUNDARY
- - - MUNICIPAL BOUNDARIES
- == PERIMETER HIGHWAY

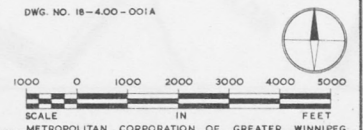


METROPOLITAN WINNIPEG

1	2	3
4	5	6
7	8	9
10	11	12
13	14	15

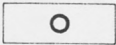


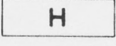







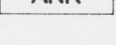
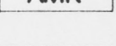
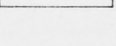
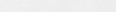

4

LEGEND
--- EXISTING MUNICIPAL BOUNDARIES
--- BOUNDARY OF THE METROPOLITAN AREA
--- BOUNDARY OF THE ADDITIONAL ZONE
--- GREATER WINNIPEG FLOODWAY LIMITS

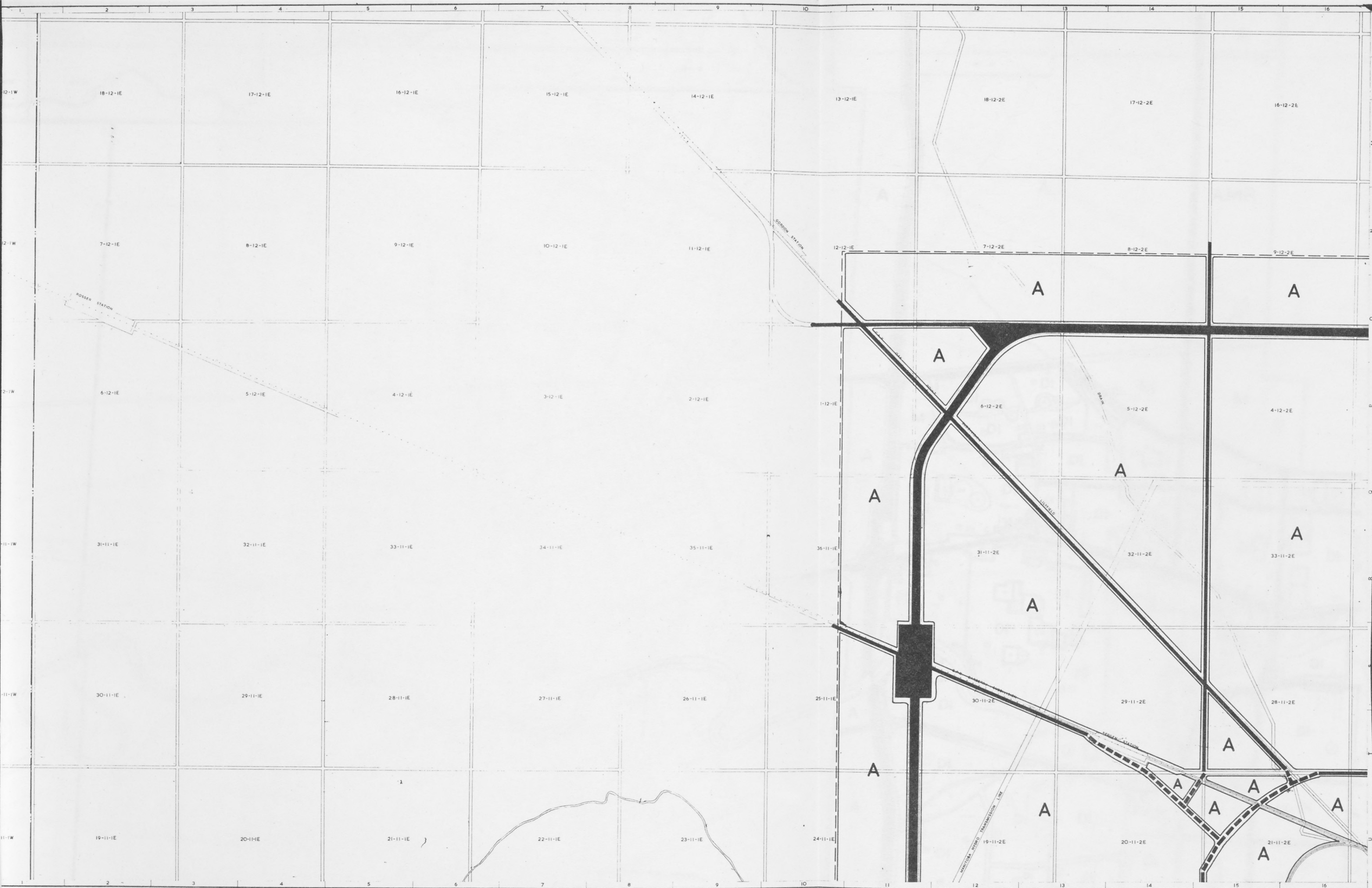


METROPOLITAN WINNIPEG DEVELOPMENT PLAN

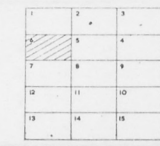
LEGEND

1 ST RESIDENTIAL DENSITY 1-6 UNITS 4-23 PERSONS PER GROSS ACRE		OPEN SPACE, PARKS & RECREATION, COMMUNITY CLUBS, FLOOD PLAIN ETC.
FUTURE 1 ST RESIDENTIAL DENSITY 1-6 UNITS 4-23 PERSONS PER GROSS ACRE		GOVERNMENT BUILDINGS
2 ND RESIDENTIAL DENSITY 6-12 UNITS 23-46 PERSONS PER GROSS ACRE		MILITARY DISTRICT
FUTURE 2 ND RESIDENTIAL DENSITY 6-12 UNITS 23-46 PERSONS PER GROSS ACRE		HOSPITALS
3 RD RESIDENTIAL DENSITY 12-20 UNITS 30-50 PERSONS PER GROSS ACRE		FUTURE ELEMENTARY SCHOOLS
FUTURE 3 RD RESIDENTIAL DENSITY 12-20 UNITS 30-50 PERSONS PER GROSS ACRE		FUTURE SECONDARY SCHOOLS
4 TH RESIDENTIAL DENSITY 20+ UNITS 40+ PERSONS PER GROSS ACRE		FUTURE LOCAL PARKS
FUTURE 4 TH RESIDENTIAL DENSITY 20+ UNITS 40+ PERSONS PER GROSS ACRE		FUTURE DISTRICT PARKS
ESTABLISHED INDUSTRIAL		FUTURE LOCAL COMMERCIAL
FUTURE INDUSTRIAL		FUTURE DISTRICT COMMERCIAL
CENTRAL BUSINESS DISTRICT		AGRICULTURAL
COMMERCIAL & CULTURAL BUILDINGS		AGRICULTURAL RESIDENTIAL RESERVE
ESTABLISHED COMMERCIAL		AGRICULTURAL INDUSTRIAL RESERVE
FUTURE COMMERCIAL		AGRICULTURAL COMMERCIAL RESERVE
AUTOMOTIVE SERVICES		MAJOR THOROFARES INCORPORATING EXISTING RIGHTS OF WAY
EXISTING SCHOOLS		MAJOR THOROFARES NEW RIGHTS OF WAY



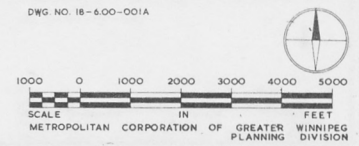


METROPOLITAN WINNIPEG



6

LEGEND
--- EXISTING MUNICIPAL BOUNDARIES
--- BOUNDARY OF THE METROPOLITAN AREA
--- BOUNDARY OF THE ADDITIONAL ZONE





METROPOLITAN WINNIPEG

DWG NO. IR-700-001A

LEGEND

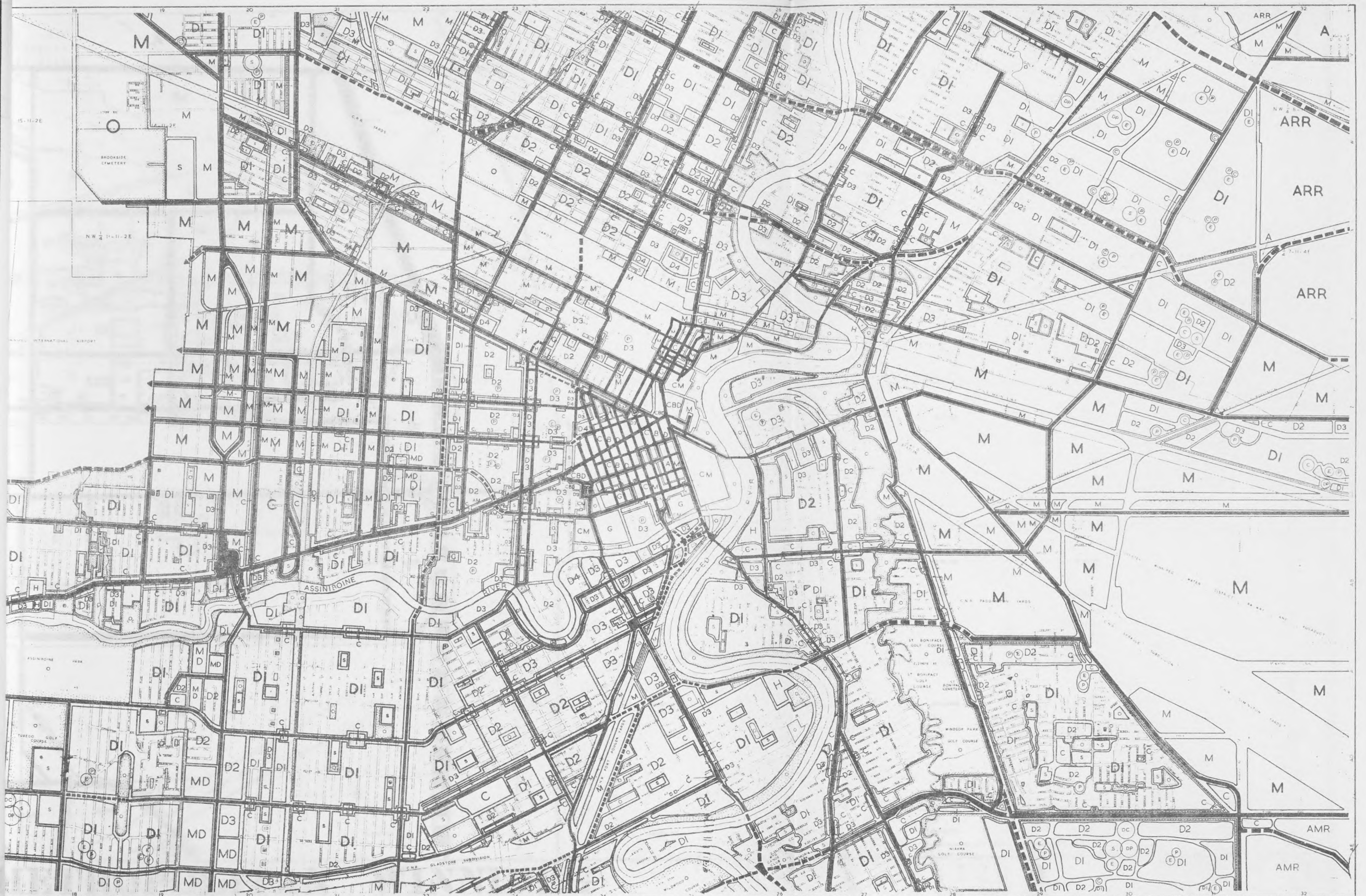
- EXISTING MUNICIPAL BOUNDARIES
- BOUNDARY OF THE METROPOLITAN AREA
- BOUNDARY OF THE ADDITIONAL ZONE

SCALE

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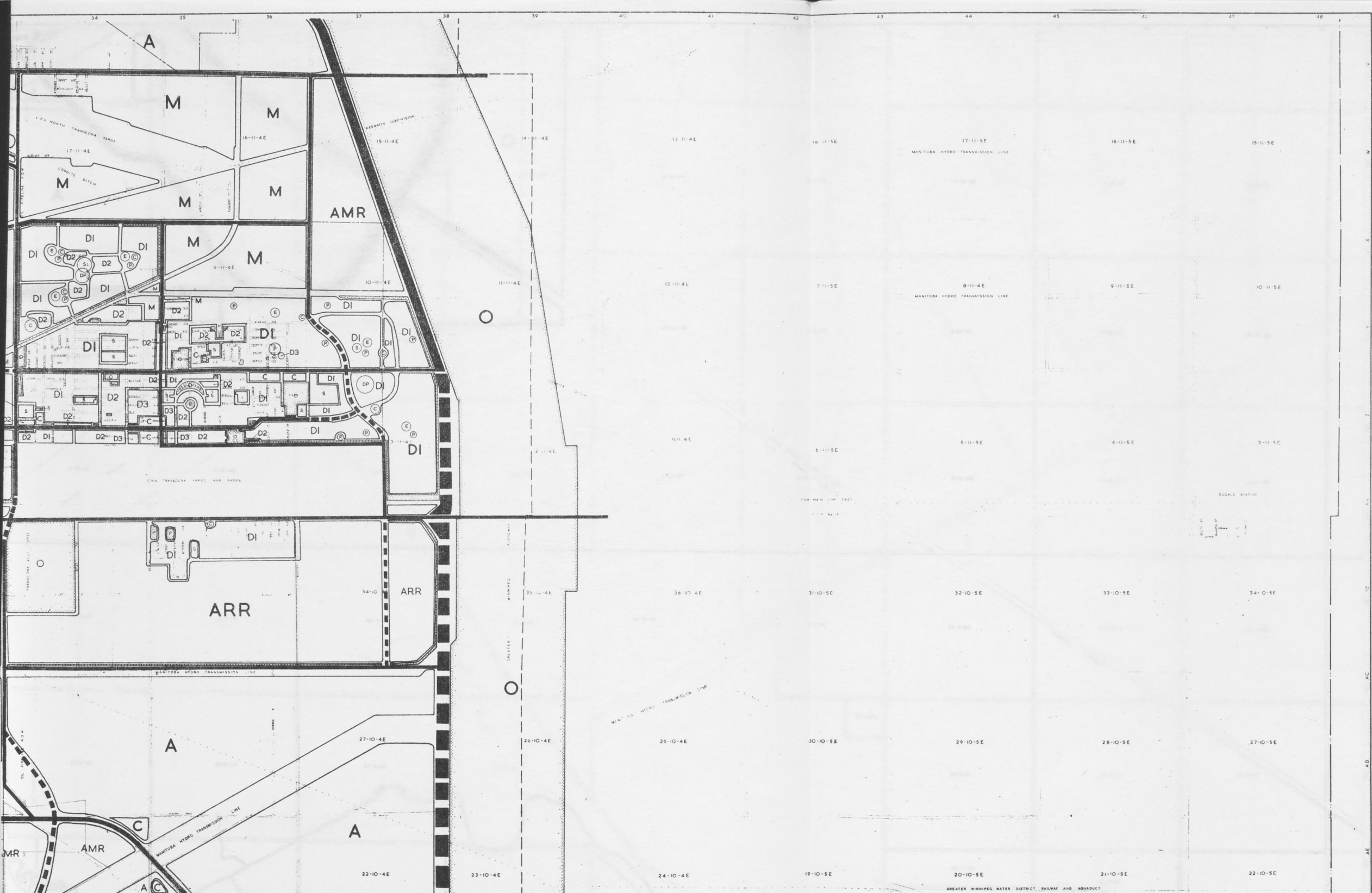
IN FEET

METROPOLITAN CORPORATION OF GREATER WINNIPEG

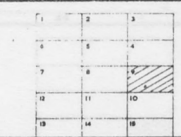


METROPOLITAN WINNIPEG

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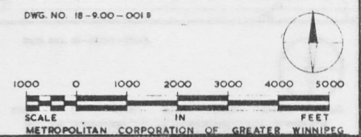


METROPOLITAN WINNIPEG



9

LEGEND
--- EXISTING MUNICIPAL BOUNDARIES
--- BOUNDARY OF THE METROPOLITAN AREA
--- BOUNDARY OF THE ADDITIONAL ZONE
--- GREATER WINNIPEG FLOODWAY LIMITS



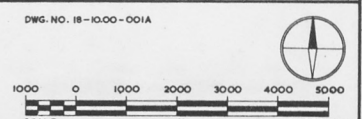


METROPOLITAN WINNIPEG

1	2	3
4	5	6
7	8	9
10	11	12

10

LEGEND
— EXISTING MUNICIPAL BOUNDARIES
— BOUNDARY OF THE METROPOLITAN AREA
— BOUNDARY OF THE ADDITIONAL ZONE





METROPOLITAN WINNIPEG

11

DWG. NO. 18-11.00-001A



LEGEND

----- EXISTING MUNICIPAL BOUNDARIES
 ===== BOUNDARY OF THE METROPOLITAN AREA
 ===== BOUNDARY OF THE ADDITIONAL ZONE
 (-----) GREATER WINNIPEG FLOODWAY LIMIT



SCALE IN FEET
METROPOLITAN CORPORATION OF GREATER WINNIPEG



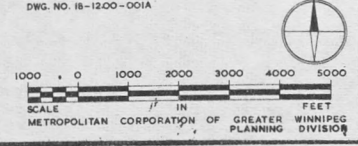


METROPOLITAN WINNIPEG

1	2	3
4	5	6
7	8	9
10	11	12
13	14	15

12

LEGEND
--- EXISTING MUNICIPAL BOUNDARIES
--- BOUNDARY OF THE METROPOLITAN AREA
--- BOUNDARY OF THE ADDITIONAL ZONE



ETROBOTLYN WINNIBEG

5.3 The following table indicates the range of densities in each type of area and gives examples of what the range of density means in terms of existing residential areas:

<u>Density</u>	<u>Dwellings Per Acre</u>	<u>Persons Per Acre</u>	<u>Example</u>
D.1	1 - 6	4 - 23	Pepperloaf Crescent, Charleswood Tuxedo River Heights, Winnipeg Wildwood, Fort Garry
D.2	6 - 12	23 - 46	Kenaston - Corydon Area & Crescentwood, Winnipeg
D.3	12 - 20	30 - 50	Fort Rouge, Winnipeg
D.4	20 +	45 +	High rise apartments Wellington Crescent - Roslyn Road District

5.4 Park and school requirements are based on anticipated population, existing sites being shown in their actual shape and additional sites being shown as green circles. The circles are intended to show approximate location only, the actual site will be selected when detailed local plans are prepared. The demand for school sites is based on school forecast studies which have been prepared in consultation with both elementary and secondary school boards. (1) The

(1) For Example: Projected Secondary School Population & Requirements for the Transcona-Springfield School Division No. 12, April 1962.

Transcona School District No. 39 Study, January 1963 And Others.

future parks shown are intended to serve local needs. Future metropolitan parks are not shown as these will be comparatively large areas of land and the disclosure of their proposed location could result in land speculation detrimental to the interest of the metropolitan residents for whom the parks are intended. It is proposed to increase the metropolitan park acreage by some 200 acres each year during the first five-year planning period. (1)

5.5

Commercial Areas

Two types of commercial areas are shown in Sectors 1 - 5. The Local Commercial areas are intended to serve the day-to-day needs of the immediate area and would include drug and hardware stores, small groceries, beauty parlors and laundry or dry-cleaning pick-up stores, to name typical examples. The District Commercial areas would serve a larger trade area and offer a greater variety of goods and services. In most cases a supermarket would be the prime retail establishment.

- (1) Metropolitan Winnipeg Parks Development,
Sept. 1961

5.6 In all new areas a "shopping centre" type of development will be encouraged so that communal parking facilities can be provided. The aesthetic advantages of a group of stores designed as a unit can have an important effect on the appearance of a residential area. The Plan does not envisage the continuation of strip commercial development along both sides of major traffic routes. Past experience indicates that this type of development with the resulting conflict between the use of the street for both parking and the moving of traffic, and the dispersal of the commercial activity, cannot be considered to be in the best interests of the community as a whole. Again the disadvantages from the point of view of appearance cannot be overlooked.

5.7 Industrial Areas (1)

These are shown based on anticipated need and the availability of services required by industry. Where possible major thoroughfares or wide

- (1) Development Plan Progress Report No. 1 - Industrial Growth

Development Plan Report - New Industry in Metropolitan Winnipeg since July 1959.
May 29, 1963.

power line rights-of-way have been used to provide separation from residential areas where these adjoin.

5.8 The Plan shows industrial areas generally and does not attempt to differentiate between areas of varying industrial use. This will be done by the Zoning By-law that will follow the adoption of the Plan. The Zoning By-law will establish the types of industry for each area bearing in mind the type of services available or to be provided and the degree of compatability with adjoining development; for example, it is considered that a modern light industrial or warehouse building on a carefully landscaped site is not incompatable with residential development. Other regulations such as Industrial Waste Licensing will of course be used to strengthen the Zoning requirements.

5.9 Although industrial areas are distributed in different parts of the metropolitan area, no attempt has been made to provide each city or municipality with its own industrial area. It is considered that the Plan must be based on a "metropolitan" approach and that the problems

of distribution of industrial tax revenue should be dealt with by a fiscal rather than a physical planning program. The Plan is concerned with the community twenty-five years hence and by then inter-governmental fiscal policies are certain to have changed.

5.10

Agricultural Areas

The agricultural classification is intended to include all of the "open land" uses; these include farming and market gardening and large public and private recreational areas. Public sewer and water services will not be provided and other services will be of a standard appropriate to a sparsely populated area.

5.11

In addition to the areas where agricultural uses of all kinds are likely to continue throughout the planning period, areas are designated as "Residential Reserve" (A.R.R.) and "Industrial Reserve" (A.M.R.). The purpose of these designations is to indicate that although they will continue in agricultural use for some time, their ultimate use will be for residential or industrial purposes.

5.12 Sector 6 - The Downtown Area

The prospects and problems of this area are unique, it is here that the majority of the rebuilding will take place and in this area it is essential that public and private plans move forward in step. The Plan indicates the uses of land in general terms and attempts to define the limits of the central business district. Unless the central business district is defined, it can continue to spread outwards thus diluting the intensity of activity in the core of the metropolitan area and wasting the considerable public and private capital that has been invested in this area.

5.13 Another section of this report illustrates the aesthetic considerations of downtown redevelopment and indicates the standard to be achieved. The Plan does not include detailed architectural schemes for downtown as the rebuilding of this area will be financed largely by private capital. In these circumstances, we prefer to work co-operatively with the designers working for private interest in formulating ideas for downtown redevelopment. The section of this report dealing with Urban

Appearance indicates the quality of urban design that should be achieved and following the adoption of the Plan steps will be taken to ensure that design standards are maintained. This has been discussed with the Manitoba Association of Architects, the Professional Engineers' Association of Manitoba and the Winnipeg Real Estate Board and an acceptable method has been evolved.

5.14 Riverbanks (1)

Special consideration has been given to riverbanks and creek valleys as these represent a valuable natural asset in addition to providing an outlet for storm drainage. Land that is liable to be flooded will be zoned as "Flood Plain" to prevent development. Other open land along the riverbanks and in creek valleys, particularly if it is outside the line of primary flood defence, should not be developed.

5.15 The General Land Use Map indicates continuous green areas along certain sections of riverbank, particularly where land presently in

(1) Development Plan Report
Riverbanks in Metropolitan Winnipeg, May 1962

public ownership can be extended. It is unlikely that it would be financially possible to acquire large sections of developed riverbank property for public use in the immediate future but this is a long-term objective and as a step towards this aim the Plan will require that any land now held by local governments should not be sold for private development.

5.16 At the time of preparing this draft report the Corporation is considering a policy for the acquisition of riverbank land, it is likely that policy will be established and incorporated in the Plan before it is formally approved.

5.17 Urban Renewal

An interim report ⁽¹⁾ has been prepared on the Corporation's planning and administration responsibilities in the whole field of urban renewal. This interim report is now being reviewed and once a final report has been prepared, probably early in 1964, it will be

(1) Development Plan Report
Metropolitan Urban Renewal Study, January 30, 1963.

incorporated into the Plan as a separate section. The General Land Use Map has been influenced by the findings contained in the interim report.

The Corporation has given planning jurisdiction over this area in order that development on the fringe of the urban area could be controlled. As an early report (1) indicated, no other development was envisaged for this area with the exception of new planned housing. The Corporation is not aware of any existing planning powers for this area. It is acknowledged that some people prefer to live on comparatively large plots and are prepared to accept the lower standard of municipal services that this implies.

6.2 The majority of the land in this zone will remain as "open land" use. This includes farming, water carrying, parks, public and private golf courses, and any other uses that are usually associated with an area zoned for

PART VI

THE ADDITIONAL ZONE

6.1 This is an area of land some five miles in depth extending beyond and encircling the metropolitan boundary. The Corporation was given planning jurisdiction over this area in order that development on the fringe of the urban area could be controlled. As an earlier report ⁽¹⁾ indicated, no urban development is envisaged for this area with the exception of some planned low-density development in and around existing village communities. It is acknowledged that some people prefer to live on comparatively large lots and are prepared to accept the lower standard of municipal services that this implies.

6.2 The majority of the land in this zone will remain in "open-land" use. This includes farming, market gardening, parks, public and private golf courses, and any other uses that are usually permitted in an area zoned for

(1) Development Plan Report
The Additional Zone, August 22, 1961

agricultural use. The Plan does not envisage that any substantial part of the Additional Zone will be acquired by the Corporation for public use.

*a variation in setback
the introduction of landscaping
a diversion of the road*



*a variation in setback
the introduction of landscaping
a diversion of the walk*

PART VII

URBAN APPEARANCE

- 7.1 The purpose of this section is to discuss the elements of good urban design. It is, of course, impossible to express aesthetic standards in terms that can be incorporated in a by-law. What is needed is a description in general terms of the considerations which are important aesthetically, and illustrations of the visual effect which can be achieved.
- 7.2 The appearance of the community is obviously important. The residents enjoy the pride and satisfaction that comes from living in a visually pleasing community, and visitors tend to use appearance as an indicator of the general level of prosperity and vitality.
- 7.3 In the downtown area large-scale redevelopment by private agencies plays a major part in re-shaping the appearance of the most important part of the community and the Corporation proposes to achieve the desired standard through an advisory design committee working in co-operation with the designers. In addition, it is important to acknowledge the

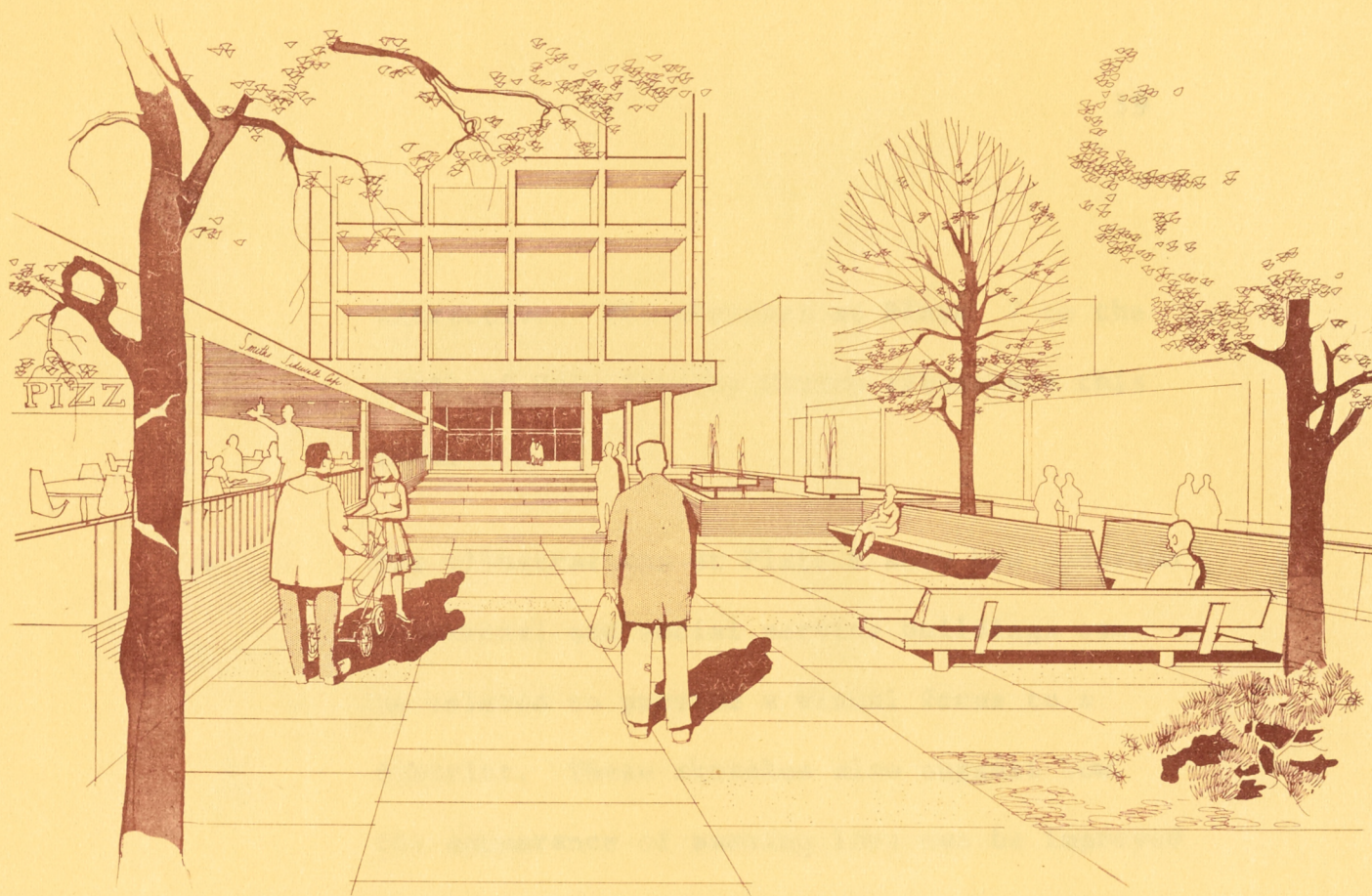
cumulative effect of a number of smaller pieces of good urban design. Plates 5 and 6 are included as illustrative examples.

7.4

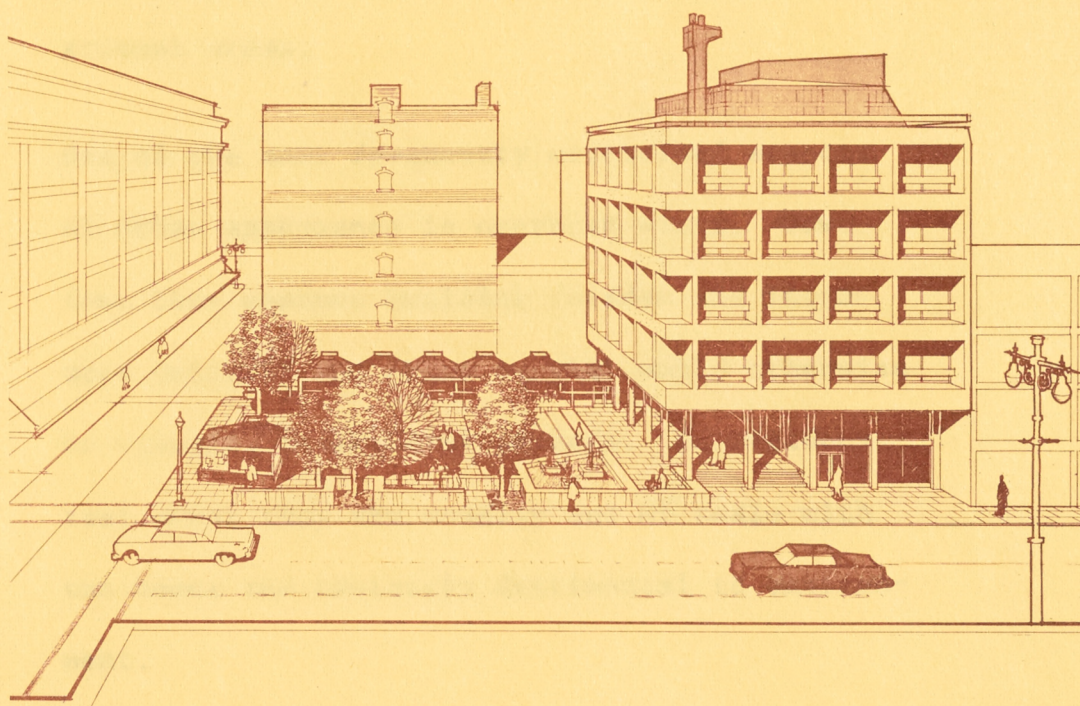
It is neither possible nor desirable to integrate and control the appearance of downtown completely. Each generation makes its contribution and adds to the interest, variety and richness of the urban scene, providing it is acknowledged that each building is part of the total aspect of the street and that it should not stand alone in vulgarity and exhibitionism.

7.5

In the downtown area the pedestrian's viewpoint should be considered paramount. When we are downtown most of us spend the majority of our travelling time on foot. This fact indicates the need for developing pedestrian routes that are attractive to use; and, in keeping with the severity of our climate, protected from the weather. Considerable protection from summer sun and winter winds can be given by existing buildings themselves providing the pedestrian can move around and between them along routes that are visually



a small square and open air restaurant
located in the retail shopping area
adding to the pleasure and convenience
of shopping and contributing to a
pleasing streetscape



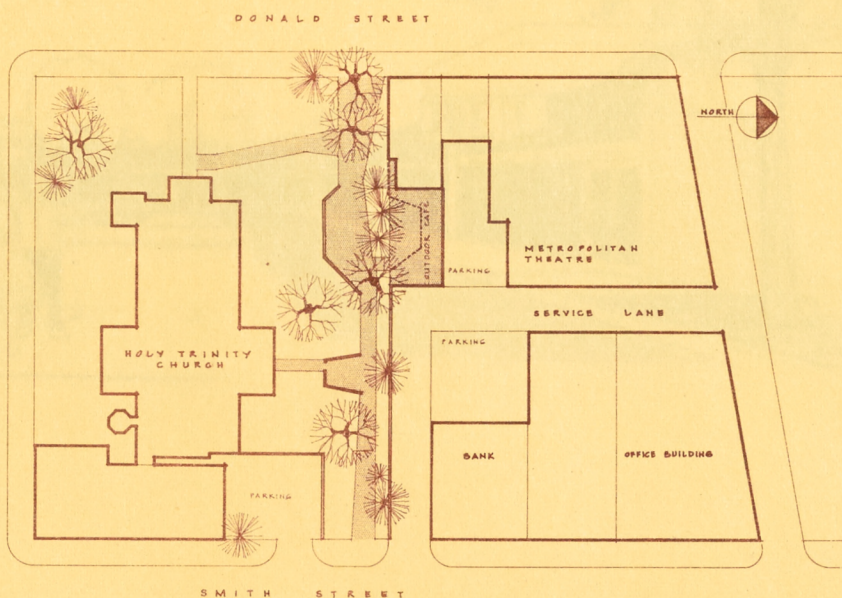
attractive. The sketches at Plate 7 to the north of Holy Trinity Church illustrate this idea.

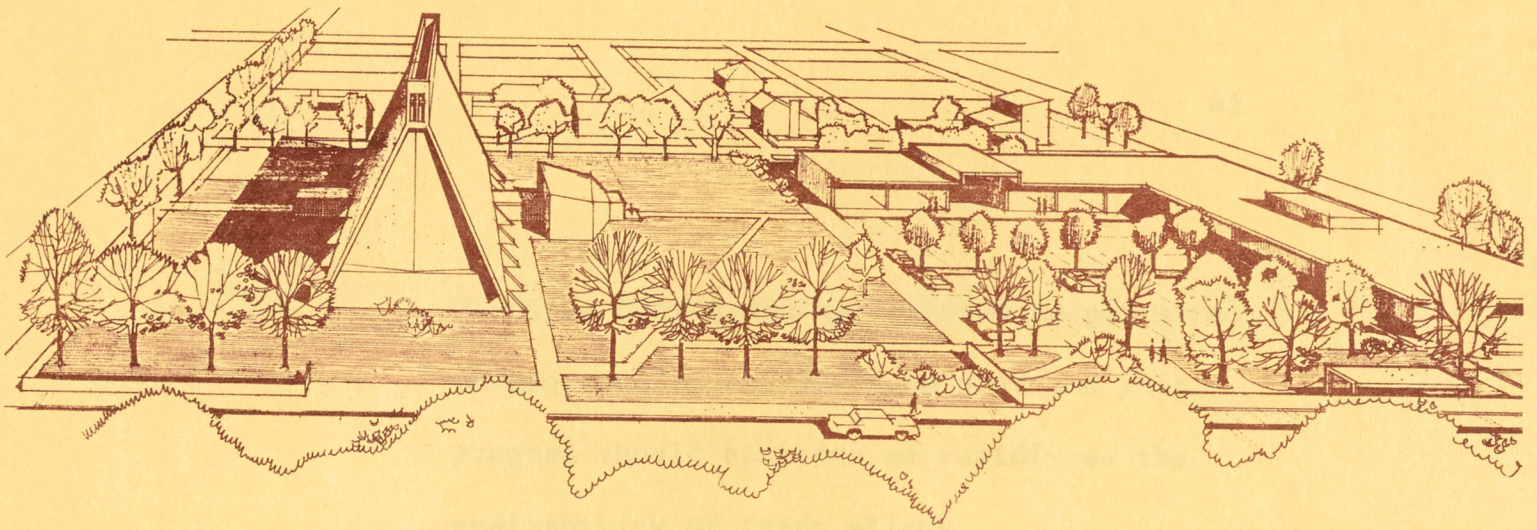
7.6 The illustrations at Plate 8 show how suburban commercial and social service buildings can be related to provide a visual focus to a district. These sketches also suggest how the appearance of parking lots can be improved by the use of landscaping and screen walls. Other illustrations at Plate 9 show the importance of landscaping on a typical residential street. Plate 10 indicates how small open spaces in residential areas may be developed at low cost into attractive recreational areas.

7.7 One of the most frequently criticised aspects of urban appearance is overhead wires. Downtown they obscure building facades and introduce ugliness and chaos in what would otherwise be visually interesting streets. In residential areas they are usually out of scale with the homes and obviously detrimental to environment.

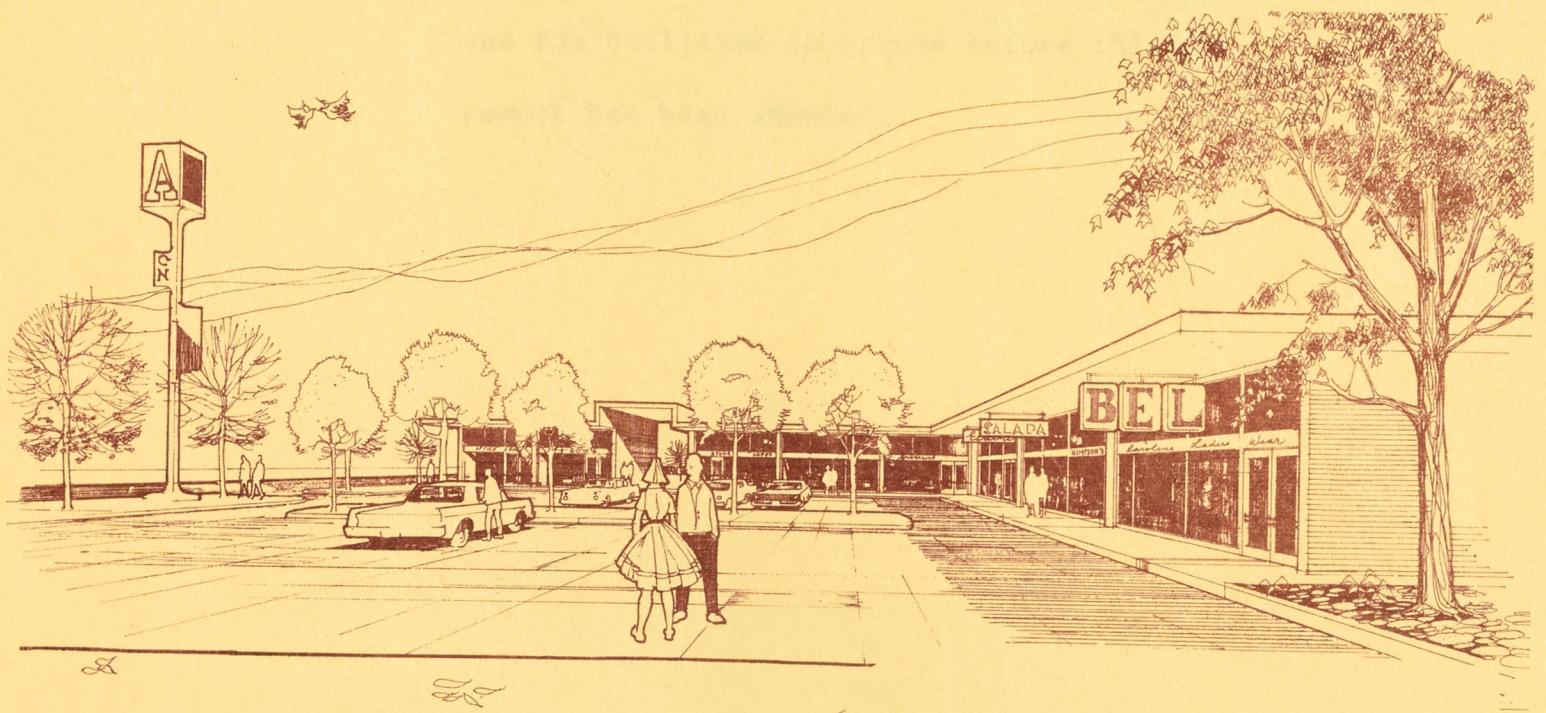


a walkway through a long block giving the pedestrian relief from the noise and conflict of the vehicular street





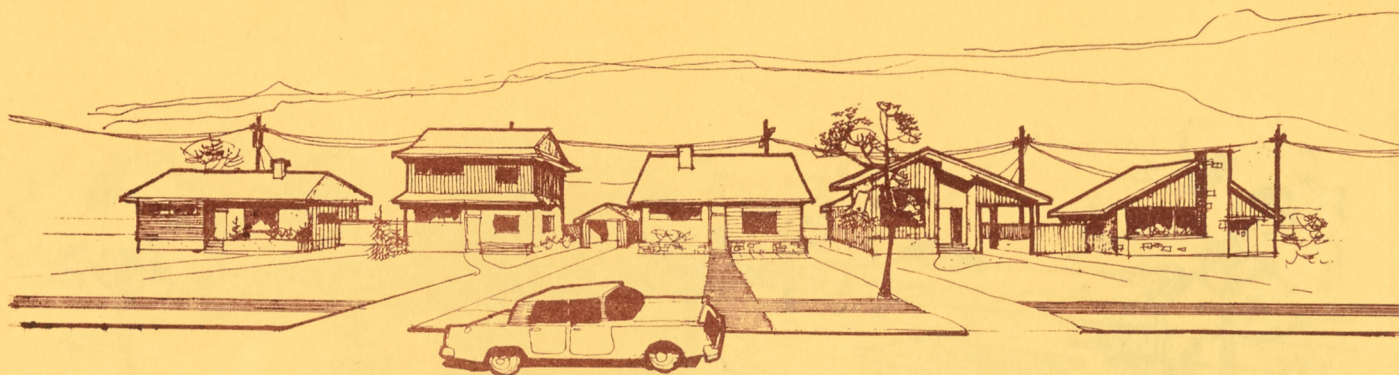
*community buildings
planned in relation to
one another can
make use of joint provision
of parking, releasing
some space for
landscaped open areas*



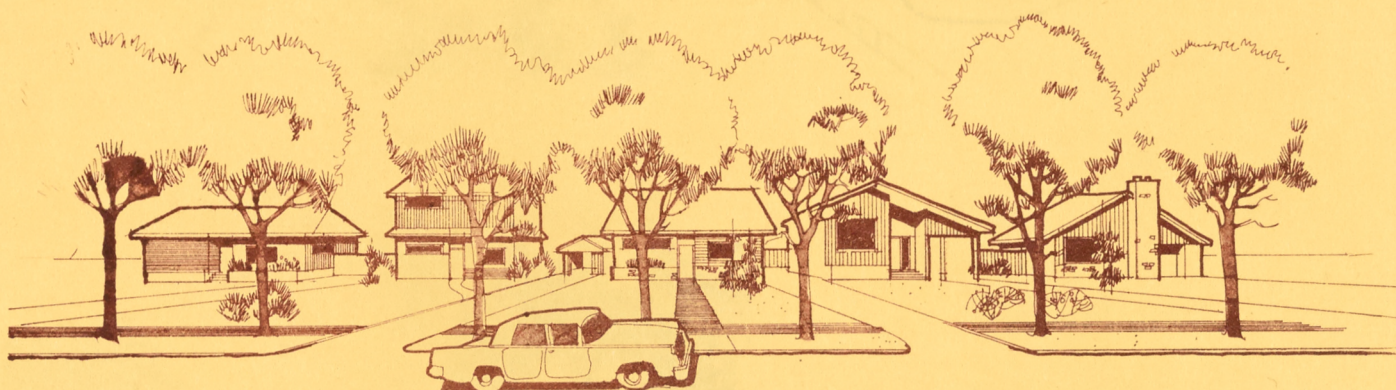
*the shopping center
developed with uniformity
and interest and a
landscaped parking area*

7.8 Winnipeg City Hydro has started to put wires underground in the downtown area and this program should continue as rapidly as the availability of funds allows.

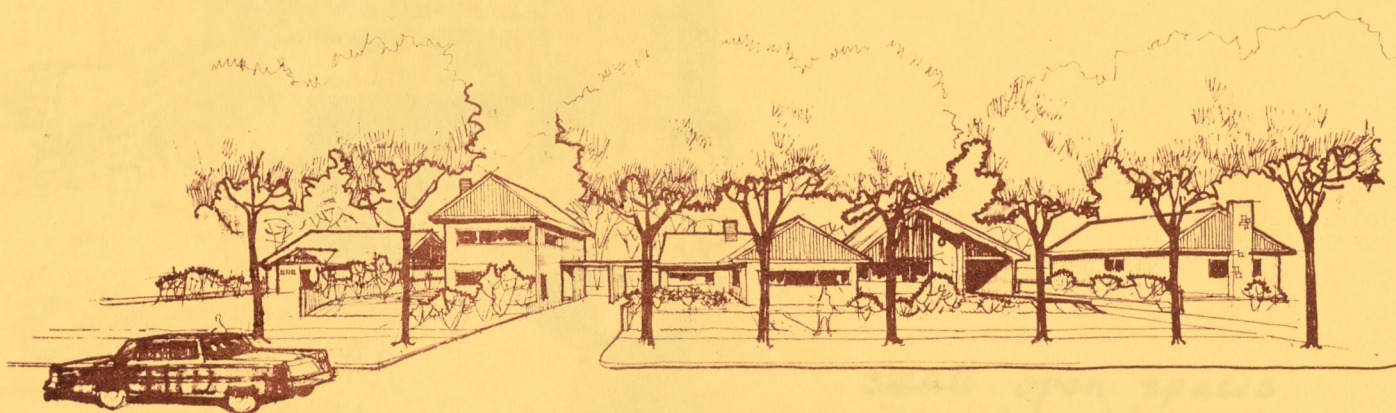
7.9 In residential areas a method of financing the cost of underground wiring should be found that will not be an undue financial hardship to the individual homeowner. A memorandum on this subject is being prepared and will be considered by the Corporation and the Utilities concerned before this report has been adopted.



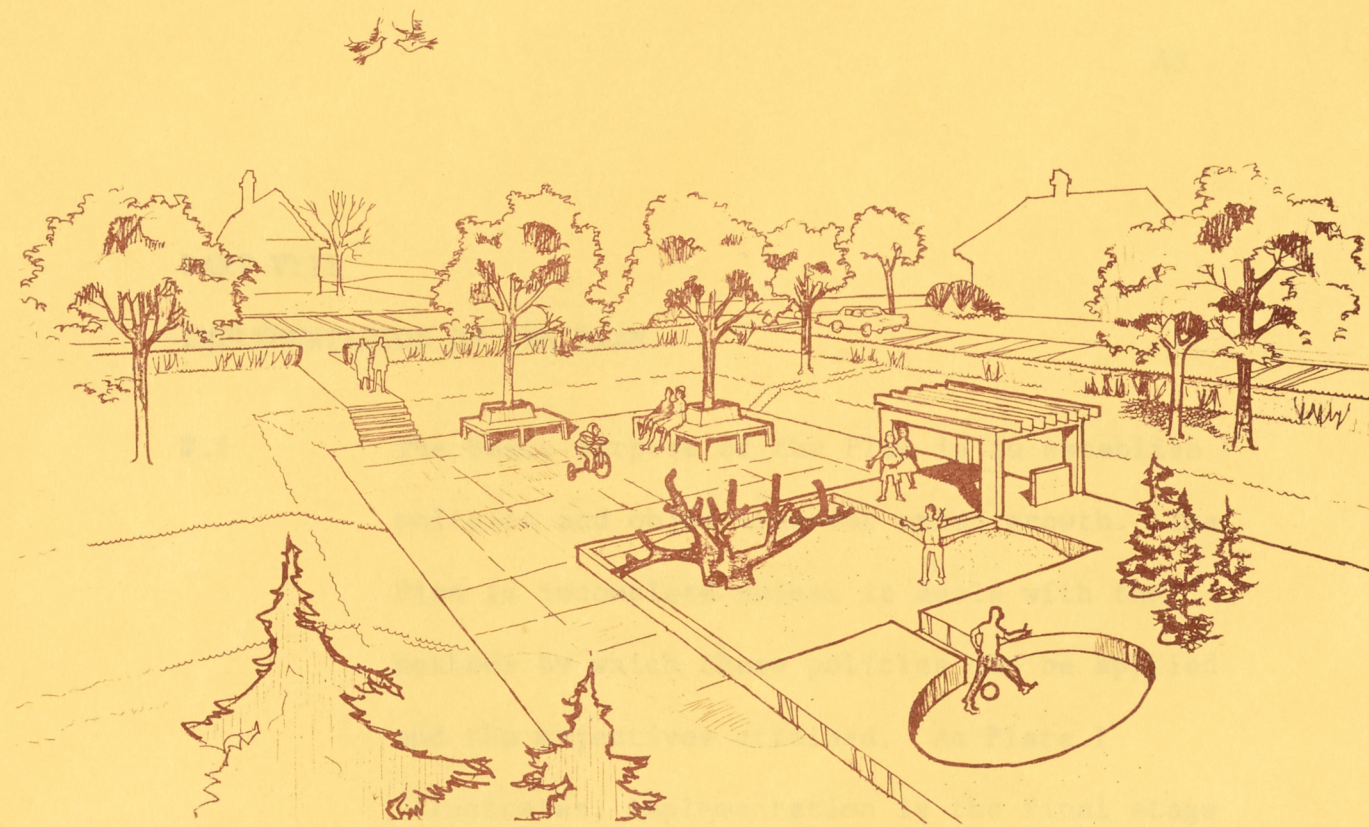
street of individual homes, no relationship between houses or landscaping - overhead wires



same street with coordinated landscaping scheme and overhead wires removed



housing and landscape designed in relation to neighboring units to present a unified streetscape



small open spaces
in residential areas
developed at minimum
expense into attractive
spaces for children to play
and adults to relax

PART VIII

IMPLEMENTATION OF THE PLAN

- 8.1 The basic purpose of the Plan is to establish policies and objectives for urban growth. The Plan is incomplete unless it deals with the methods by which these policies can be applied and the objectives attained. As Plate 1 illustrates, implementation is the final stage in the planning process and may take any one of four forms.
- 8.2 Direct Metropolitan Action: by the provision of those facilities that are the responsibility of the Corporation -- for example, the construction of a metropolitan street or the acquisition of a metropolitan park. The Plan and its supporting reports indicate what facilities will be provided during the 25 year planning period and the Corporation's Annual Capital Budgets will indicate the order in which this will be done.
- 8.3 Regulatory Metropolitan Action: Once the Plan has been adopted the Corporation may enact by-laws establishing standards for development and providing for the administration and

enforcement of them. The by-laws that are administered by the Planning Division include a Metropolitan Zoning By-law and Building By-law both of which are now in draft form and will be ready for consideration shortly after this Plan has been adopted. Staff studies now are being completed which will serve as a basis for a Subdivision By-law and a By-law dealing with the Maintenance and Occupancy of Buildings. In addition to the by-laws administered by the Planning Division, other regulations such as the control of river pollution, treatment of sewage, and the use of metropolitan streets also serve to ensure that the Corporation's development policies are maintained.

- 8.4 Liaison with Other Agencies: In this case the Corporation has no direct responsibility but through liaison with other public and private agencies can attempt to ensure that their future programs are in step with the Plan. The forecasts of population growth and areas of development will be of use to all agencies concerned with the provision of residents of the metropolitan area.

- 8.5 Allowance for Contributory Factors and Trends:
- The Plan has been made sufficiently flexible to allow for the effect of many factors such as population growth and the effect of national economic policies, which the Corporation cannot control but which can have considerable effect on the future growth of the community.

3rd September 1963

